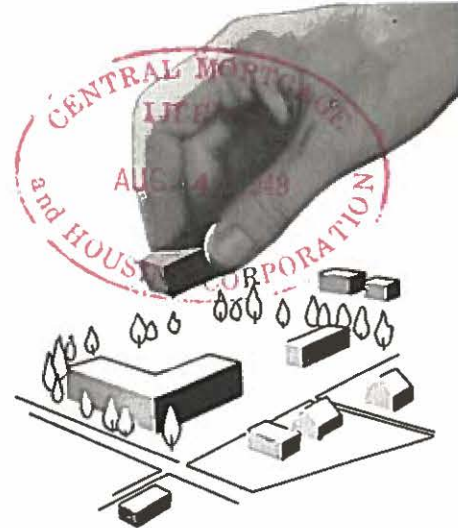


# layout for living

- **planning conference**
- **progress and prospects**
- **new legislation**

# layout for living

no. 5, june-july 1947



## progress and prospects . . .

This old planet has done its first full circle round the sun since the Community Planning Association of Canada began itself. Here we may well pause to take stock.

The Proceedings of that Ottawa conference of a year ago are available to any member on request. In spite of the venue of the meeting, they show clearly that private organizations had initiated the movement, and that governmental as well as non-governmental delegates held that only sustained voluntary effort across the land could keep the Association going. The governmental role has been merely to provide mechanical facilities beyond the immediate means of the instigating groups. In this aid the responsible agency of the federal government, Central Mortgage and Housing Corporation, has more than kept its pledge.

Widening local concern and support for community planning is still a job for local volunteers; it is a year since some of them offered to do it, and created this Association as their instrument. They were then given the raw materials for a weapon to shape and use as they saw fit. The instrument is still in the testing stage. It will never be beyond improvement.

The first four months were largely taken up with paper work: drafting a constitution, naming a provisional Council, securing incorporation, devising initial policies. The next few months saw the first issues of LAYOUT FOR LIVING, and the formation of some provincial groups. The last few months have seen the birth of CPAC nuclei in a dozen centres from coast to coast. Arrangements are under way to bring our members together in October to pool the past year's experience and to plan for the year ahead. A first announcement of the National Conference on Community Planning appears on page four.

The ways in which local groups have begun and carried on are far from uniform. The time has come for a preliminary assessment of the various patterns of citizens' community planning activity from place to place in Canada. A first composite sketch based on our year's organization is set out on page two.

Some members may have thought the national office was leaning over backwards to let them work out their own salvation in set-up and program, provincially and locally. It was not that your Council preferred anomalous variegation or vagueness for their own sakes. Indeed it would have been easier to work out a draft constitution to apply to all Divisions and Branches, and to 'lay on' a program, in true authoritarian style, for everybody to follow to the letter. To have done so, however, would have been to deny the bigger

continued on page seven





## cpac organization: a review

The men and women who brought the Community Planning Association of Canada into being have done yeoman work in its behalf within and beyond their own communities. They know they must look to the future for any tangible rewards that such voluntary devotion may yield. Those tangible rewards will ultimately be living-places more orderly, more efficient, more likeable than the communities most of us now inhabit. Those rewards cannot be gained in a free country without widespread voluntary endeavour.

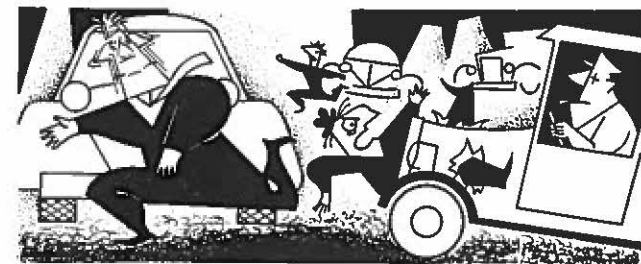
The leaders in the work this Association is attempting, as well as some of the interested bystanders, have learned that community planning does not pay quick and easy personal dividends. Nonetheless, in the building of the organization and the spreading of the ideas it was formed to foster, even a year's experience is worth re-examination to see something of how planning principles can be projected more clearly and effectively.

CPAC was begun, as the article on page one points out, as an experiment; the primary ingredient was a will to foster the comprehensive planning of our communities, a will displayed by a wide variety of independent organizations. The secondary ingredient, acting as a catalyst to release the power of the first, was an unconditional grant for the purpose from the national government. No-one concerned had any illusions about the fact that CPAC would lean mostly upon freely-given citizen effort to succeed. Just that kind of effort is the 'secret weapon' of a democratic community of people.

But we cannot pretend that many Canadians are yet clear on this cause-and-effect relationship: between certain informed and determined actions, and the building of environments more fit to live with. How is that relationship to be rendered visible? To talk of 'planning principles', 'postulates', 'doctrine' is to waste our breath. But planning is the sorting-out of real soil, real trees and buildings and footpaths, for the better use of real flesh-and-blood people.

Time and again, where lively interest has arisen in the physical shape and suitability of the community, it has been because some particular feature of it was hopelessly ill-suited to the needs of us, the inhabitants. We 'stubbed our toes' so to speak, on some misplaced or mis-shapen detail of our surroundings—a danger-spot, a bottle-neck, something offensive to eyes, ears, nostrils or reason. We set our jaw and cried: no more stupidly building towns like this, no sir! Planning interest has most often begun with protest.

Naturally, people who hope to enlist others in support of planning have made a specialty of looking for things around town to protest about. Concrete local problems make the most stir. But to make only a stir



is not enough; people who stop at that point quickly earn reputations as 'cranks'.

Having drawn attention to the sore point, everybody wants a workable cure. Skill is required to show how the cure must be based on a thorough knowledge of the whole anatomy of the community, and must be carefully applied over a long period—the treatment being adjusted to changing conditions. Some changes can be accurately measured by the experts; others are more subtle, and will only be reported by the citizens directly affected, or else go unnoticed until it is too late. . . The community is a living thing, and the process of observing critically its complex ills, working out cures, and reporting on the changes effected is the essence of community planning.

A protest over some outrage to the community's interest, plus a series of timely, concrete suggestions on better ways to develop the place for its people—thus local planning often begins. The protest must be voiced by local leaders of good will; they may point to proof from elsewhere that the solutions suggested are workable.

To bring the planning achievements of other places to bear upon the consciousness of the home town, the motion picture is perhaps the most effective means. Showing of pictures, like the preceding stages, requires organization, access to descriptive lists, contact with other places. It is contact of this kind, between those in various places *who themselves seek to promote the planning idea*, that this Association can provide. But experience shows that films, while excellent to arouse curiosity, are less effective to transmit facts; and real conviction in favour of planning can only be built on solid demonstration. Diagrams, printed matter, exhibits, are all only shadows of the three-dimensional countenance of planned physical development.

The effective stages in building local planning interest add up:

1. Focus on a well-known flaw of the town at present;
2. Show why piecemeal cure is no cure at all, that over-all study of many related causes must come before real improvement;
3. Demonstrate by films, displays, printed matter how other places have adopted this over-all planning process to their advantage;
4. If possible, point out situations in the home town where everyone can see for himself at full-size the results of thorough foresight.

Every stage calls for local leadership, for the repeated assembly of groups, and for abundant examples for comparison. CPAC is above all an instrument for local leaders, to help arrange the assemblies and provide the examples. We believed a year ago that timely local meetings summoned on concrete issues by local leaders would prove the only way to build the organization. Now we have our belief confirmed: over half the present membership of CPAC has enlisted at just such meetings. (The list of Branches and their Convenors is to be found on page four.)

The local opportunities are as varied as the communities where they appear. In one community, a threat to continued use of a neighbourhood playground produced the protest, and has led to a new intensity of interest in the whole development of that community.



In another, the inherited division of what is now one settlement among several legally constituted municipalities is posing difficulties in plotting the rational development of the whole area; the facts of growth have outpaced the constitutional accessories of a generation ago. This leads to wasteful conflict (and perhaps to the playing of one authority against another to serve interests other than those of the whole community). In this city the CPAC Branch aims to show the benefits to all of putting the administrative Humpty-Dumpty together.

Another Canadian city has recently taken over considerable areas of land formerly held by the federal government. There is an unprecedented opportunity to plan the use of this land for the welfare of the whole community—an opportunity that will not wait. The function of the local Branch of CPAC will not be to do the technical planning of these areas, but rather to insist that the technical work be conscientiously done, that the resulting proposals are in the best interests of the whole public, and then to 'go to bat' to see those proposals implemented.

In short, the front-line action for community planning in Canada must be led within each community by people thoroughly familiar with the town and its people. Everyone agrees on that. Then what is all this about Provincial Divisions in CPAC? The Provincial Division in this Association has at least five reasons for being:

1. Most planning legislation is provincial, therefore many Canadian public servants in this field are provincial civil servants. Since the legal framework and administrative expertise are provincial in scope, there is plainly room for citizen support and exchange of views in the matter provincially. Much of the work of CPAC is fundamentally educational, and involves co-operation with educational institutions, which are also administered under provincial auspices.
2. Article XII of the By-laws of the Association, authorizing provincial Divisions, follows logically from the necessity to obtain geographic representation on a national Council without making that Council unwieldy in size. The provincial Division is a vital part of the machinery of self-government of the Association. Three-quarters of the national Councillors are to be elected by the membership acting through provincial units.
3. CPAC members need to express themselves as provincial units, both to the national Council and to agencies outside CPAC; so an established Division is provided with two-thirds of each Active Member's fee collected within the province, and one-fifth of each Sustaining Member's fee, to carry on the work.

4. At the outset, to supplement the resources of a Division, Council is prepared to advance modest sums for organizational and promotional purposes. The national office will provide the list of Members in any additional province to those wishing to establish a Division. (Established Divisions are listed on page four.)

5. Because of their interest in the work CPAC is tackling, some of the provincial governments have indicated a willingness to put funds and other facilities at the disposal of the Association for use within their province. Invariably such aid is made conditional upon the establishment of a responsible, organized, province-wide unit within the Association, ready to go to work for community planning with the aid so offered.

Public interest will chiefly be gained by defining and underscoring local planning issues—for example, finding suitable urban land around your community for the hundreds of houses on this year's construction program. But the expansion and proper application of planning powers in Canada also calls for province-wide action. To illustrate what is possible by planning will require nation-wide and international contacts—for which the Community Planning Association of Canada is the ready instrument. Democratic use of this instrument is possible only by local and provincial organization. For most Members, the job to be done by the Association will be the local one, right at their own doorsteps. However, their provincial Division is a necessary channel to the legislative bodies in Canada who define planning powers and collect much of the technical data. Finally, the provincial Division of CPAC is the essential link between the dynamic citizens' groups and that armoury of planning information and influence which this Association aims to become.

## as others see us

"... In actuality community planning is one of the most difficult subjects in which to enlist widespread interest. And whether the Community Planning Association of Canada whose council met in Ottawa last week will be able to do the trick effectively remains to be seen.

"Organized six months ago, the Community Planning Association is essentially a lay organization intended to make its appeal to the ordinary men and women of Canada, who if they could be induced to do so could make an important contribution to the intelligent planning of the cities and towns in which they live."

"... But ... the objective can only be realized if leaders in any particular community are sufficiently interested to take part directly in local planning projects."

"... Between now and next October, when a national conference on the subject is to be held in Montreal, the new Community Planning Association may experience its first real surge of public interest in the question with the release of the long-awaited plans for Ottawa's development as a national capital.

"But in the view of the planners, that is putting the cart before the horse. The interest and study by the citizenry at large should come first."

—Ottawa Evening Citizen of May 19, 1947.



## COMMUNITY PLANNING ASSOCIATION OF CANADA

### Provisional Council

DAVIS, R.E.G., President... Canadian Welfare Council, Ottawa, Ontario.  
KITCHEN, John M., Vice-President... National Capital Planning Office, Ottawa, Ontario.  
MACROSTIE, N.B., Executive Councillor... Engineer, Ottawa, Ontario.  
BENGOUGH, Percy... Trades & Labour Congress of Canada, Ottawa, Ontario.  
BUNNELL, A.E.K... Named to Council by Provincial Government Planning Officials.  
DEACON, P. Alan... Architect, Downsview P.O., Ontario.  
DOHUN, R. L... Engineer, Peterborough, Ontario.  
HAZELGROVE, A. J... Architect, Ottawa, Ontario.  
LEWIS, Stanley... Canadian Federation of Mayors and Municipalities.  
ROSS, Allan C... Canadian Construction Association, Ottawa, Ontario.  
SMITH, J. Roxburgh... Architect, Montreal, Quebec.  
WRIGHT, L. Austin... Engineering Institute of Canada, Montreal, Quebec.  
YOUNG, Hugh A... Central Mortgage and Housing Corporation, Ottawa, Ontario.  
Alan H. Armstrong, Secretary Treasurer,  
Room 371, 56 Lyon Street, Ottawa, Canada.

The object of the Association is "to foster public understanding of, and participation in, community planning in Canada". Much of the effort for orderly community development must be locally centred. Members in any province are therefore encouraged to form a Provincial Division, and within it to form local Branches of the Association. The following are at present officers of Divisions and Branches:

#### BRITISH COLUMBIA DIVISION

Secretary: John T. Gawthrop, c/o Bureau of Reconstruction, Victoria, B.C.  
Vancouver Branch  
Convenor: Hugh A. Martin, 410 Seymour Street, Vancouver, B.C.  
Victoria Branch  
Convenor: Commander Alfred Wurtel, 321 Armit Road, Victoria, B.C.

#### ALBERTA

Calgary Branch  
Convenor: George McClellan, 340 7th Avenue West, Calgary, Alberta.  
Edmonton Branch  
Convenor: Cecil S. Burgess, 801 McLeod Building, Edmonton, Alberta.

#### SASKATCHEWAN

Convenor: Alderman L. A. Thornton, Smith St., Regina, Saskatchewan.

#### MANITOBA DIVISION

Chairman: M.A. Lyons, 322 Linwood, St. James, Manitoba.

#### ONTARIO DIVISION

Acting Chairman: P. Alan Deacon, 1016 Eglinton Avenue West, Toronto, Ontario.

#### QUEBEC DIVISION

Montreal Branch  
Convenor: George S. Mooney, 4997 Grosvenor Avenue, Montreal, P.Q.  
Quebec Branch  
Secretary: André Duval, 59 St. Joseph Street, Quebec, P.Q.

#### NEW BRUNSWICK

Saint John Branch  
Secretary: Donald Sutherland, Saint John Town Planning Commission, Saint John, N.B.  
Fredericton Branch  
Convenor: Lester Smith, 122 Waterloo Row, Fredericton, N.B.

Moncton Branch  
For the time being, inquiries should be addressed to J. F. Parsons, Parsons Construction Company, Moncton, N.B.

#### NOVA SCOTIA DIVISION

Chairman: George T. Bates, 80 Sackville Street, Halifax, N.S.

# national conference on community planning

## montreal • october 2nd, 3rd and 4th • 1947

### Preliminary Program

#### THURSDAY

##### morning

##### • THE CHALLENGE WE FACE

General session on the present plight and proper role of community development in Canada.

##### • REPORTS of the Association's first year of work.

##### afternoon

##### • TAKE MONTREAL FOR INSTANCE

Tour of the metropolis under general direction of the City's Planning Commissioner, and visit to his Department (the largest planning office in Canada).

##### evening

##### • SHOP TALKS

- For Professionals.
- For Planning Board Members.
- For Government Planning Officials.

#### FRIDAY

##### morning and afternoon

##### • ROUND TABLES

Discussion workouts with experts 'on tap'.

- The community on wheels (Planning for traffic efficiency.)
- Should CPAC take a stand on housing? (Members of Citizens' Housing Association of Canada are invited to take part.)

##### • LUNCHEON Speaker from U.S.

- Planning for Play-space. (Planning for the off-hours of the community.)
- Summary: Planning the New Neighbourhood.

##### • ELECTION OF 1947-48 COUNCIL

##### evening

##### • WORDS OF ENCOURAGEMENT

from a distinguished guest with a lifetime of experience in citizens' planning movements in the United Kingdom.

#### SATURDAY

##### morning

##### • THE JOB FOR CPAC

Conclusions on effective patterns of local organization and action to build better communities.

##### • INDUCTION OF 1947-48 COUNCIL

##### • SEND-OFF

To a new season of wider public understanding and wider public participation in community planning.

(All delegates are invited to a Housing Conference beginning Saturday noon.)

#### PIN UP THIS NOTICE

The First Annual Meeting of the Community Planning Association of Canada will be combined with a National Conference on Community Planning in Canada to be held at the Mount Royal Hotel in Montreal from Thursday, October 2nd to Saturday, October 4th, 1947.

REMEMBER THE DATES! BRING YOUR IDEAS!

INVITED to the Conference are all Members of this Association, and representatives of every other Canadian organization (whatever its main purpose or interest) that is ready to take a stand for better communities. CPAC especially invites delegates from public authorities (municipal, provincial or federal). Send to 56 Lyon Street, Ottawa, today for Conference Registration Form.

N.F.B. Photo

## OPEN TO ALL WHO WANT BETTER COMMUNITIES BUILT



## new planning legislation

In recent months several of our legislatures have amended planning Acts to widen and clarify provincial and local planning authority. (The fact that property rights come within provincial jurisdiction makes nearly all Canadian planning law provincial in scope. This is an added reason for setting up provincial Divisions of the Community Planning Association of Canada, as provided in Article XII of our By-laws and recommended for other reasons on page three.)



### FEDERAL

Of concern to all Canadians is an amendment to the National Housing Act introduced by the Rt. Hon. C. D. Howe as a part of Bill 176. This amendment deals with 'land assembly' for housing purposes and at the time of writing has been passed by the House of Commons and the Senate.

Housing experience in this and other industrial countries has been difficult in part because so many of the house-builders operate on a small scale and with limited capital. This has meant that they rarely gain control over a tract of land sufficient to be developed as a balanced neighbourhood, with space allocated for the shops and schools the families need, and with sufficient houses going up to support efficient communal facilities of these kinds. (See "Planning for Half a Million Houses" by Humphrey Carver in LAYOUT FOR LIVING No. 2) The result often is that the shop and school sites are nobody's concern until the area is built up, and only left-over sites remain for them.

The proposed amendment to the National Housing Act of 1944 recognizes this difficulty, and is based on the simple idea that there are institutions in Canada with enough resources to assemble tracts of land of the size needed for efficient development in an integrated manner. These institutions are the nation-wide lending companies, who heretofore have been prevented by law from investing in real estate. Their possible profits in handling the land will be severely limited in the new scheme and they will be guaranteed against loss. Joint responsibility of the municipal and provincial planning authorities for the plan of development of the land is required.

This amendment recognizes the shortage of serviced lots in many urban areas of Canada, and the delay of some local authorities in working out schemes for installing complete and integrated neighbourhood services in their surrounding raw land which must now be put under private sponsorship such planned additions to the residential areas of existing towns as were described by Humphrey Carver (see above). The Bill is meant to put at a financial disadvantage, vis-a-vis the lending institutions, such speculative 'developers' as habitually build on scattered lots—and sell to bargain-hunters

who then shortly demand extravagant and haphazard extension of municipal streets and services, all over the countryside. It is meant to aid the creation of sensible residential neighbourhoods, and to endow them with more social and financial stability. In short, it is hoped that this amendment will curtail the growth of sub-suburban slums, and direct more private resources into the production of decent new neighbourhoods for the housing of human beings. In time, this arrangement may result in some reduction of that part of our national rent cheque which now pays for bad mortgage risks and for inefficient streets and services.

This land-assembly provision plainly throws down the gauntlet for the local planning boards of this country to pick up. The real development of our communities in the next few years will be the residential development. The past year has shown the folly of regarding this as a private job of producing so many 'dwelling units'. It is a job of creating whole new residential neighbourhoods. If the public interest is to be served well in this job, the public authority must see to the decent design of these neighbourhoods. Good design will mean savings in utility costs, and therefore lower improvement charges. More important, it will mean safer, cleaner, quieter living quarters—neighbourhoods that will serve their purpose well throughout an indeterminate future. The difference between bad subdivision and good neighbourhood design is outlined and well illustrated in a pamphlet which every planning board member in Canada should own. The pamphlet is called "Successful Subdivisions principles of planning for economy and protection against neighbourhood blight. Land planning bulletin No. 1." It was prepared by the United States Federal Housing Administration; it is for sale by the U.S. Superintendent of Documents, Washington, D.C. It costs ten cents.

### PROVINCIAL

A short list of planning acts in force in Canadian provinces has been given in LAYOUT FOR LIVING no. 3-4, page 3. Each provincial Division of this Association will wish to expand the list as it applies to their own province.

For instance, to demonstrate the powers available to the medium-sized Quebec city, the provincial government has recently published "Modèle de Règlement de Zoning et de Construction", prepared by the Provincial Town Planning Service, Department of Municipal Affairs. An English edition of this model zoning code will soon appear. In New Brunswick, the provincial legislature has in the past few weeks amended the Town Planning Act and the Local Improvement District Act. The amendments to the N.B. Town Planning Act of 1936 are aimed to deal effectively with the fringe areas of municipalities, where developments occur beyond the jurisdiction of the local Planning Commission. The amendments are briefly described in the New Brunswick *Municipal Monthly* for April 1947, Vol. 4, No. 6, available from the Department of Federal and Provincial Relations. A Provincial Planning Board is established to encourage local planning, to pool technical planning information, to preserve amen-

ities in provincial properties (a very large proportion of New Brunswick is Crown Land), and to prepare a Plan "for the comprehensive economic and physical development of the Province". The Board will aid in dovetailing local authority plans, and may assume the responsibility of doing local planning work if satisfied that any local authority is remiss in planning its physical development in the public interest. The powers of local authorities to acquire land are enlarged, and the procedure of acquisition laid down. The amended Local Improvement District Act (originally passed in 1945) permits an appropriate group of property owners outside an organized municipality in New Brunswick to undertake the provision of their own urban services, and specifies the manner in which assessments shall be made to pay for the services so undertaken.

In Ontario experience with the Planning and Development Act of 1946 has led to a number of 1947 amendments. Some of these give the planning legislation the 'green light' where it may seem to conflict legally with some other statute. An interesting addition to the Minister's powers to plan areas outside organized municipalities is a new set of legal teeth, in the shape of a maximum fine of \$500 for disobeying the Minister's declared intention with regard to such an area.

## planning in the magazines

The attention of readers of LAYOUT FOR LIVING is drawn to recent articles on the role of the Community Planning Association of Canada. One of these appears in *Canadian Business* for July, 1947; it is written by W. B. McCutcheon of Winnipeg. Another article appears in the *MacLean Building Catalogue*, (Spring and Summer Edition, Ontario, 1947). The latter paper is received by almost all Canadians engaged in the building industry.

Members of CPAC will wish to know what is being said about us; more important, they will want to make sure that it is said for all to hear.

### progress and prospects

—from page one

conceptions on which this Association is based: First, that we are engaged in an *experiment* in a special application of democratic citizenship; Second, that John Citizen's general concern for his physical environment begins with his observation of some immediate, concrete project that may change the surroundings he knows and values most. He and his fellow-townsmen are bound to know far more about that concrete situation than anybody can on some national Council. (For examples of concrete situations that have led to interest in local planning see the review on pages 2 and 3 of this issue.) If CPAC can make available some aids to assess the *significance* of the local situation, it is perhaps the best the national body can do.

But the local problem must first be observed by people on the spot, and planning and action must be decided upon by the community as a whole. Every day we see Canadian communities throwing away their chances for wholesome development—throwing them away by failure to notice opportunities and threats until it is too late, or by plain default in filing a brief for Everyman's stake in his city's change. We foresee the Branches of this Association as round-the-clock and round-the-year lookouts and advocates for the people's destiny as it is affected by community planning. In some Canadian communities the citizens are organizing to stake their claims. But not in nearly enough.

## universities discuss planning

Everyone is agreed that sound development of our communities requires both *determination* and *understanding* of the process among the inhabitants of those communities. The Community Planning Association of Canada exists to mobilize that will, and to widen the impact of non-technical knowledge of that process.

We are equally aware that sound development of all our communities will employ the skills and devotion of a great number and wide variety of professional experts. For the training of those experts we look to the Universities and professional societies of Canada. A short review of their recent response to this challenge is in order.

Each of the four university schools of architecture, at McGill, Toronto, Manitoba and British Columbia, makes an effort to show the architectural student his responsibility in the shaping of efficient and orderly communities. At U. B. C., for instance, the new Department of Architecture includes among its courses Community Planning, Urban Sociology, Human Environmental Needs, Landscaping, and problems in urban design. Both the Royal Architectural Institute of Canada and the Engineering Institute of Canada have Planning Committees, nationally and provincially.

Courses for other professionals likely to be consulted in the re-shaping of Canadian cities and towns are given by other departments of the universities; for instance, the Faculty of Social Sciences at Laval gives a course in Urbanism. This summer, the Department of Geography at McGill offers a course of lectures and field work at Stanstead, P.Q., including such subjects as the geographic background to town and country planning (Prof. Dudley Stamp, of London) and the geography of population (Prof. Dodge of Michigan). An inter-faculty committee on physical planning at McGill has been studying the training needs of planning teams—groups applying to community problems their pooled knowledge of various specialized fields.



At its annual meeting on May 29th and 30th, the Canadian Political Science Association heard papers of lively interest to CPAC members, on regional planning in Britain and America, on rural community education and leadership, and on economic and geographic researches which must precede the diagnosis of a community's ills and the sure rehabilitation of its physical assets.

As additional pertinent conferences are held, and publications come out, we shall review and list them in these pages. In addition, many of the principal Canadian planners, as well as a few from abroad, will attend the National Conference on Community Planning sponsored by the Association in Montreal October 2nd to 4th. Members and friends of CPAC will have the chance to discuss with the experts the salient problems we face. (See page four for further details.)